

County of Los Angeles **CHIEF EXECUTIVE OFFICE**

713 KENNETH HAHN HALL OF ADMINISTRATION LOS ANGELES, CALIFORNIA 90012 (213) 974-1101 http://ceo.lacounty.gov

December 14, 2007

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To:

Supervisor Yvonne B. Burke, Chair

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Supervisor Don Knabe Supervisor Michael D. Antonovich

From:

William T Fuijoka

Chief Executive Officer

HOMELESS PREVENTION INITIATIVE - FUNDING FOR RECUPERATIVE CARE BEDS (ITEM NO. 13, AGENDA OF DECEMBER 18, 2007)

On December 4, 2007, your Board continued one of three recommendations related to reprogramming Homeless Prevention Initiative funds carried over from Fiscal Year 2006-07 (Agenda Item No. 18). Specifically, your Board had questions regarding the recommendation to allocate \$905,000, over a two-year period, to fund 10 of 20 existing recuperative care beds for homeless persons discharged from County hospitals. The beds are located in Skid Row at the Weingart Center. This funding recommendation was continued to the December 18, 2007 Agenda to allow staff to develop information responding to your Board's questions.

Recuperative care is defined as medical care, housing, meals, and case management for homeless persons exiting acute care hospitals who are in need of non-acute medical attention to recover from an acute illness or injury. The only recuperative beds currently operating in Los Angeles County are located in Skid Row, operated by JWCH Institute Inc. (JWCH), a nonprofit federal qualified health center, and physically located at the Weingart Center. All of the current and proposed contracts for the operation of the recuperative care beds are and will be directly with JWCH. In Skid Row, JWCH contracts with the Weingart Center for the space, meals, custodial, and utilities ancillary to the medical operation of the recuperative beds. The Weingart Center is a totally

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separate and independent organization with no ties to the Weingart Foundation which has been the key funding source for 20 recuperative beds in Skid Row over the last two years. The 15 new recuperative beds funded through the Homeless Prevention Initiative are proposed to be located at the Bell Shelter in the City of Commerce. As noted JWCH will also operate these beds and contract with the Salvation Army for the space and ancillary services related to these beds.

As background, recuperative care beds were first initiated in Skid Row in 1995 through a grant to the Los Angeles Homeless Services Authority (LAHSA) funded by the Department of Housing and Urban Development (HUD). The HUD grant, which has been continuously provided since 1995, is for a Transitional Housing Services (THS) program which includes requirements for recuperative care and transitional housing for up to two years with the end result that the client be placed into permanent housing. The annual cost for the 20 LAHSA HUD funded recuperative care beds is \$841,118 (Attachment A). The amount of HUD funding for these beds has remained unchanged from the 1995 amount. The beds have also been continuously located at the Weingart Center and operated by the JWCH Institute.

In May 2005, the Skid Row Homeless Health Care Initiative was formed with funding provided by the Weingart Foundation. The intent of the Initiative was to increase medical services for the homeless on Skid Row with a goal to improve their health outcomes. Recognizing the critical need for recuperative care beds, a group of foundations, led by the Weingart Foundation, agreed to fund an additional 20 beds in Skid Row for a 24-month period, through September 30, 2007. The additional 20 beds were also operated by JWCH and located at the Weingart Center. The program design for these 20 beds was not subject to the HUD THS requirements, and as a result, the JWCH increased the acceptable acuity level of patients being served and increased the staffing level accordingly. This enhancement allowed for an expanded admission criteria and allowed for the placement of more high need patients received directly from LAC+USC. In addition, the maximum patient stay for these beds was set at 30 days, thereby allowing the program the flexibility to move the patients through more quickly.

The scheduled September 30, 2007 termination of the foundation funding for 20 recuperative beds came to the attention of our Office in August 2007. To avoid losing this vital resource for homeless persons exiting County hospitals, our staff met with Mr. Fred Ali and Ms. Tara Westman of the Weingart Foundation to encourage their continued support. The Weingart Foundation staff advised us that foundation funding is usually not extended beyond the initial demonstration phase, but because of the critical need for these beds, they agreed to recommend to their Board continued funding for 10 of the 20 beds for two additional years on the condition that the County would commit to

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funding the other 10 beds. Because of the time sensitivity and the need to obtain your Board's approval for funding, the Weingart Foundation agreed to fund all 20 beds until Board approval and then spread the full 24-month costs of the County's 10 beds over the remaining period, through the end of the two-year period (September 2009). The annual cost for the 20 Weingart beds is \$905,000, and therefore, the County and Weingart would be responsible for \$452,500 each year for the two-year period (Attachments B and B1, respectively).

In addition to the 20 LAHSA/HUD and 20 Foundation/County funded recuperative beds in Skid Row, Kaiser funds an additional five recuperative beds which are also housed at the Weingart Center and operated by JWCH. These five beds are operated in the same manner as the 20 Foundation/County beds (Attachment C).

In January 2008, the Department of Health Services (DHS) will be seeking your Board's approval on a contract that includes these 20 recuperative care beds, as well as 15 new recuperative beds to be located at the Bell Shelter in the City of Commerce. The beds at the Bell Shelter will also be operated by JWCH. The per bed cost for the Bell Shelter recuperative care beds is higher; the annual cost for the 15 beds at Bell Shelter will be \$791,950 (Attachment D).

The bed cost per day for the different programs ranges from a low of \$115.21 for the LAHSA beds to a high of \$144.65 at the Bell Shelter. JWCH has provided a comparative chart that includes the personnel and operating costs for the 15 Bell Shelter Beds, the 10 Weingart Beds funded by the County, the 10 Weingart Beds funded by the Weingart Foundation, the LAHSA Beds, and the Kaiser Beds for your information (Attachment E).

The JWCH also provided the Recuperative Care for Homeless Persons Defining Characteristics document which describes what the patient that needs recuperative care looks like (Attachment F). In addition, JWCH provided some cost avoidance information in response to Supervisor Knabe's inquiry. One source referenced in JWCH's analysis is the Lewin Group Study, Costs of Serving Homeless Individuals in Nine Cities, which estimates the average cost per day for a hospital bed in Los Angeles County at \$1,474. As the cost per day for a County/Foundation Recuperative Care Bed is \$123.98, the increased cost per bed is \$1,350. The JWCH reports that 255 patients were admitted from LAC+USC for the period of May 1, 2005 through April 30, 2007. If the length of hospital stay for these 255 patients was reduced by 7 or 14 days, the estimated cost avoidance for these patients would be \$2,126,250 or \$4,252,500, respectively. It is important to remember that, in truth, as soon as a hospital bed becomes available it will be filled. However, by utilizing recuperative care beds, hospital beds are available to the patients who need that level of care.

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The need for the recuperative care beds is critical. Over the period of a month, the five hospitals operated by DHS provide inpatient care to approximately 300 to 400 homeless individuals. Many of these patients require ongoing caretaking and medical oversight after discharge from acute hospital care. Without adequate access to such care, homeless individuals who are no longer medically acute are discharged to shelters. Living in a shelter can present huge obstacles for full recuperation, as shelters do not have health care monitoring and medical support that is needed. This service gap increases the likelihood that former acute care patients will relapse and return to more costly acute levels of care. In addition, DHS can reduce the lengths of stay of homeless patients who can be discharged to recuperative care, freeing up a bed for a patient who has an acute need.

We recognize the need of the recuperative care beds in other regional areas and will work with your offices to try and identify appropriate sites for future beds. In addition, we have a huge challenge ahead to identify sustainable funding for the existing and planned recuperative care beds, and any future beds that may be added within the County. A summary chart of the existing Skid Row recuperative beds and the proposed beds at the Bell Shelter in the City of Commerce is provided in Attachment G.

If you have any questions or require additional information, please contact Lari Sheehan, Deputy Chief Executive Officer at (213) 893-2477 or, via e-mail at lsheehan@ceo.lacounty.gov; or your staff may contact Kathy House at (213) 974-4129 or, via e-mail at khouse@ceo.lacounty.gov.

WTF:LS KH:hn

Attachments (7)

c: Executive Officer, Board of Supervisors
 County Counsel
 Director and Chief Medical Officer of Health Services

JWCH Institute, Inc. Recuperative Care Services Budget - LAHSA 20 Beds 12 Months

PERSONNEL	Мо	nthly Salary	Number of Months	FTE		Total Budget	Cos	t Per Bed
1. Program Director	\$	10,093.00	12.00	0.05	\$	6,056.00	\$	0.83
2. Physician Assistant		0.00	0.00	0.00	•	-	•	-
Registered Nurse/CNO		0.00	0.00	0.00		-		-
4. LVN		3,863.00	12.00	3.00		139,070.00		19.05
Registered Nurse		5,183.00	12.00	0.44		27,364.00		3.75
6. Case Manager		2,936.00	12.00	1.00		35,235.00		4.83
7. Medical Assistant		0.00	0.00	0.00		-		
Administrative Assistant/Data Entry		0.00	0.00	0.00		-		-
9. Relief LVNs		3,750.00	12.00	0.54		24,000.00		3.29
10. Referral Specialist		2,500.00	12.00	0.27		8,000.00		1.10
11. Social Worker		5,312.00	12.00	0.25		15,935.00		2.18
12. Primary Care Medical Director/CMO		17,812.00	12.00	0.05		10,687.00		1.46
13. Program Supportive Services		3,376.00	12.00	3.50		141,784.00		19.42
Sub Total - Salaries			_	9.10	\$	408,131.00	\$	55.91
Total Fringe Benefits @ 26%						104,196.00	,	14.27
TOTAL PERSONNEL EXPENSES				-	\$	512,327.00	\$	70.18
OPERATING EXPENSES								
Insurance					\$	324.00	\$	0.04
Office Supplies/Medical Charts					•	2,672.00	•	0.37
Medical & Pharmacy Supplies						9,599.00		1.31
Patient Welfare						1,000.00		0.14
Postage						100.00		0.01
Equipment Maintenance						100.00		0.01
Occupancy: Office Space						23,051.00		3.16
Subcontract w/Weingart Center: Beds &						208,278.00		28.53
equimpment Lease, utilities, maintenance,food	l, house	keeping etc.						
TOTAL OPERATING EXPENSES				-	\$	245,124.00	\$	33.57
TOTAL DIRECT COSTS					\$	757,451.00	\$	103.75
TOTAL ADMINISTRATIVE COSTS @ 20.50%	OF SA	LARIES			\$	83,667.00	\$	11.46
TOTAL PROGRAM COSTS				-	\$	841,118.00	\$	115.21

JWCH Institute, Inc. Recuperative Care Services Budget - Weingart Center - LA County 10 Beds 12 Months

PERSONNEL	Мс	onthly Salary	Number of Months	FTE		Total Budget	Cos	st Per Bed
1. Program Director	\$	10,093.00	12.00	0.05	\$	6,056.00	\$	1.66
2. Physician Assistant		8,710.00	12.00	0.20		20,904.00		5.73
Registered Nurse/CNO LVN		8,330.00	12.00	0.15		14,994.00		4.11
5. Registered Nurse		3,750.00	12.00	2.00		90,000.00		24.66
Registered Nurse Case Manager		6,000.00	12.00	0.50		36,000.00		9.86
7. Medical Assistant		3,630.00	12.00	0.30		13,068.00		3.58
Administrative Assistant/Data Entry		2,295.00	12.00	0.25		6,885.00		1.89
9. Relief LVNs		2,796.00	12.00	0.25		8,388.00		2.30
J. INCHES EVINS		3,750.00	12.00	0.25		11,250.00		3.08
Sub Total - Salaries			<u></u>	3.95	\$	207,545.00	\$	56.87
Total Fringe Benefits @ 26%						53,962.00	·	14.78
TOTAL PERSONNEL EXPENSES				-	\$	261,507.00	\$	71.65
OPERATING EXPENSES								
Insurance					\$	324.00	\$	0.09
Office Supplies/Medical Charts						2,410.00		0.66
Medical & Pharmacy Supplies						9,750.00		2.67
Patient Welfare						1,250.00		0.34
Occupancy: Office Space Subcontract w/Weingart Center:						11,525.00		3.16
Beds						62,962.00		17.25
Office						12,000.00		3.29
Food						41,975.00		11.50
Housekeeping						6,250.00		1.71
TOTAL OPERATING EXPENSES				_	\$	148,446.00	\$	40.67
TOTAL DIRECT COSTS					ው	400.050.00	•	440.00
					\$	409,953.00	\$	112.32
TOTAL ADMINISTRATIVE COSTS @ 20.50% (OF SA	LARIES			\$	42,547.00	\$	11.66
TOTAL PROGRAM COSTS				-	\$	452,500.00	\$	123.98

JWCH Institute, Inc. Recuperative Care Services Budget - Weingart Center - Weingart Foundation 10 Beds 12 Months

PERSONNEL	M	onthly Salary	Number of Months	FTE		Total Budget	Cos	st Per Bed
1. Program Director	\$	10,093.00	12.00	0.05	\$	6,056.00	\$	1.66
Physician Assistant		8,710.00	12.00	0.20	•	20,904.00	•	5.73
3. Registered Nurse/CNO		8,330.00	12.00	0.15		14,994.00		4.11
4. LVN		3,750.00	12.00	2.00		90,000.00		24.66
5. Registered Nurse		6,000.00	12.00	0.50		36,000.00		9.86
6. Case Manager		3,630.00	12.00	0.30		13,068.00		3.58
7. Medical Assistant		2,295.00	12.00	0.25		6,885.00		1.89
Administrative Assistant/Data Entry		2,796.00	12.00	0.25		8,388.00		2.30
9. Relief LVNs		3,750.00	12.00	0.25		11,250.00		3.08
Sub Total - Salaries				3.95	\$	207,545.00	\$	56.87
Total Fringe Benefits @ 26%						53,962.00		14.78
TOTAL PERSONNEL EXPENSES				•	\$	261,507.00	\$	71.65
OPERATING EXPENSES								
Insurance					\$	324.00	\$	0.09
Office Supplies/Medical Charts						2,410.00	•	0.66
Medical & Pharmacy Supplies						9,750.00		2.67
Patient Welfare						1,250.00		0.34
Occupancy: Office Space Subcontract w/Weingart Center:						11,525.00		3.16
Beds						62,962.00		17.25
Office						12,000.00		3.29
Food						41,975.00		11.50
Housekeeping						6,250.00		1.71
TOTAL OPERATING EXPENSES				-	\$	148,446.00	\$	40.67
					,	,	*	
TOTAL DIRECT COSTS					\$	409,953.00	\$	112.32
TOTAL ADMINISTRATIVE COSTS @ 20.50% C	F S	ALARIES			\$	42,547.00	\$	11.66
TOTAL PROGRAM COSTS				_	\$	452,500.00	\$	123.98

JWCH Institute, Inc. Recuperative Care Services Budget - Kaiser 5 Beds 12 Months

PERSONNEL	Мо	nthly Salary	Number of Months	FTE	To	otal Budget	Cos	t Per Bed
 Program Director Physician Assistant Registered Nurse/CNO LVN Registered Nurse Case Manager Medical Assistant Administrative Assistant/Data Entry 	\$	10,093.00 8,710.00 8,330.00 3,750.00 6,000.00 3,630.00 2,295.00 2,796.00	12.00 12.00 12.00 12.00 12.00 12.00 12.00 12.00	0.025 0.10 0.075 1.00 0.25 0.15 0.125	\$	3,028.00 10,452.00 7,497.00 45,000.00 18,000.00 6,534.00 3,443.00 4,194.00	\$	1.66 5.73 4.11 24.66 9.86 3.58 1.89 2.30
9. Relief LVNs		3,750.00	12.00	0.125		5,625.00		3.08
Sub Total - Salaries Total Fringe Benefits @ 26%				1.98	\$	103,773.00 26,981.00	\$	56.87 14.78
TOTAL PERSONNEL EXPENSES OPERATING EXPENSES				_	\$	130,754.00	\$	71.65
Insurance Office Supplies/Medical Charts Medical & Pharmacy Supplies Patient Welfare Occupancy: Office Space Subcontract w/Weingart Center: Beds & equimpment Lease, utilities, maintenance,for	od, house	ekeeping etc.			\$	162.00 1,205.00 4,875.00 620.00 5,775.00 61,594.00	\$	0.09 0.66 2.67 0.34 3.16 33.75
TOTAL OPERATING EXPENSES				_	\$	74,231.00	\$	40.67
TOTAL DIRECT COSTS					\$	204,985.00	\$	112.32
TOTAL ADMINISTRATIVE COSTS @ 20.50	% OF SA	LARIES			\$	21,273.00	\$	11.66
TOTAL PROGRAM COSTS				_	\$	226,258.00	\$	123.98

JWCH Institute, Inc. Recuperative Care Services Budget - Bell Shelter 15 Beds 12 Months

PERSONNEL	Моі	nthly Salary	Number of Months	FTEs	TOTAL BUDGET	Cos	t Per Bed
 Program Director Physician Assistant Nursing Manager LVNs Case Manager Medical Assistant Administrative Assistant/Data Entry Relief LVNs 	\$	8,571.00 8,710.00 5,834.00 3,542.00 4,167.00 2,295.00 2,796.00 3,750.00	12.00 12.00 12.00 12.00 12.00 12.00 12.00	0.40 5 0.40 1.00 4.00 0.50 0.40 0.25 0.25	\$ 41,141.00 41,808.00 70,008.00 170,016.00 25,002.00 11,016.00 8,388.00 11,250.00	\$	7.51 7.64 12.79 31.05 4.57 2.01 1.53 2.05
Total Salaries Total Fringe Benefits @ 26%		0,700.00	12.00	_	\$ 378,629.00 98,444.00	\$	69.15 17.98
TOTAL PERSONNEL EXPENSES		٠		-	\$ 477,073.00	\$	87.13
OPERATING EXPENSES							
Insurance Office Supplies/Medical Charts Medical & Pharmacy Supplies Patient Welfare Subcontract w/Bell Shelter: Bed Office Food Housekeeping				\$	\$ 486.00 3,072.00 13,000.00 1,750.00 101,000.00 30,000.00 70,000.00 17,950.00	\$	0.09 0.56 2.37 0.32 18.45 5.48 12.79 3.28
TOTAL OPERATING EXPENSES				-	\$ 237,258.00	\$	43.34
TOTAL DIRECT COSTS				;	\$ 714,331.00	\$	130.47
TOTAL ADMINISTRATIVE COSTS @ 20.50% O	F SAL	ARIES		:	\$ 77,619.00	\$	14.18
TOTAL PROGRAM COSTS				-	\$ 791,950.00	\$	144.65

JWCH Institute, Inc. Recuperative Care Services Budget Comparison

PERSONNEL		We	LA County eingart Center ost Per Bed	eingart Foundation Weingart Center Cost Per Bed	LAHSA Cost Per Bed	С	Kaiser ost Per Bed
Program Director Physician Assistant Nursing Manager/Registered Nurse/CNO LVNs Case Manager	\$ 7.51 7.64 12.79 31.05 4.57	\$	1.66 5.73 13.97 24.66 3.58	\$ 1.66 5.73 13.97 24.66 3.58	\$ 0.83 3.75 19.05 4.83	\$	1.66 5.73 13.97 24.66 3.58
Medical Assistant Administrative Assistant/Data Entry Relief LVNs Referral Specialist Social Worker Thimary Care Medical Director/CMO Program Supportive Services	2.01 1.53 2.05		1.89 2.30 3.08 - - -	1.89 2.30 3.08 - -	3.29 1.10 2.18 1.46 19.42		1.89 2.30 3.08 - -
Total Salaries Total Fringe Benefits @ 26%	\$ 69.15 17.98		56.87 14.78	14.78	55.91 14.27		56.87 14.78
TOTAL PERSONNEL EXPENSES OPERATING EXPENSES	\$ 87.13	\$	71.65	\$ 71.65	\$ 70.18	\$	71.65
Insurance Office Supplies/Medical Charts Medical & Pharmacy Supplies Patient Welfare Postage Equipment Maintenance Food, Shelter, Beds, Office Space, Utilities, Maintenance, Housekeeping, etc.	\$ 0.09 0.56 2.37 0.32 - - 40.00	\$	0.09 0.66 2.67 0.34 - - 36.91	\$ 0.09 0.66 2.67 0.34 - - - 36.91	\$ 0.04 0.37 1.31 0.14 0.01 0.01 31.69	\$	0.09 0.66 2.67 0.34
TOTAL OPERATING EXPENSES	\$ 43.34	\$	40.67	\$ 40.67	\$ 33.57	\$	40.67
TOTAL DIRECT COSTS	\$ 130.47	\$	112.32	\$ 112.32	\$ 103.75	\$	112.32
TOTAL ADMINISTRATIVE COSTS @ 20.50% OF SALARIES	\$ 14.18	\$	11.66	\$ 11.66	\$ 11.46	\$	11.66
TOTAL PROGRAM COSTS	\$ 144.65	\$	123.98	\$ 123.98	\$ 115.21	\$	123.98

Recuperative Care for Homeless Persons Defining Characteristics

Recuperative care aims to address the challenge of providing medical services for homeless persons needing to further recuperate from a physical injury or illness after an acute hospitalization. Services are offered 24-hours a day in a safe and dignified healing environment for homeless persons who are too sick for the streets, but not sick enough to be in the hospital.

Recuperative care includes the following defining characteristics:

- A short term specialized program focused on homeless persons who have a medical injury/illness.
- Comprehensive residential care providing residents the opportunity to rest while being able access to medical and supportive services that assist in completing their recuperation.
- Length of stay restricted to the period of time required to complete medical recovery and to access community services and housing opportunities.
- Collaboration with other local providers who offer a variety of services to residents during their stay in recuperative care including continuity of care when the resident moves into the community.
- Respect for human dignity of all residents and staff.
- Active participation by residents in the process of their recuperation and discharge planning.
- A bridge that closes the gap between acute medical services currently provided in hospitals/emergency rooms, homeless shelters that do not have the capacity to provide the needed recuperative care and more permanent housing options.
- An integral component of the continuum of care for homeless services in any community.

The following minimum recuperative care services are offered to each client, as appropriate:

- Health and psychosocial assessments and health monitoring.
- Referrals for placement into transitional and/or permanent housing.
- Three-meals a day with attention to special dietary needs.
- Assistance with reuniting with family and other support networks.
- Case management.
- Crisis intervention.

Homeless Recuperative Care Beds in Los Angeles County

Time Period	Number of Beds	Funding Amount and Source	Service Provider	Location	Program Requirements
1995 to Date	00	\$841,118 / year (\$115.21 / bed) HUD Transitional Housing Services Funds granted to	T C/VX	City of Los Angeles (Skid Row Weingart	Recuperative care and transitional housing for up to two years with
	2	COUR OOD / Woor (\$422 00 / bod)		Cit. 151 151	permanent nousing placement.
		Foundation Consortium led by		City of Los Angeles (Skid Row Weingart	
2005 to 2007	20	Weingart Foundation	JWCH	Center)	Recuperative care for up to 30 days.
		\$452,000 / vear (\$123.98 / bed)		City of Los Angeles (Skid Row Weingart	
2005 to 2007	5	Kaiser Permanente	JWCH	Center)	Recuperative care for up to 30 days.
Estimated to be in		\$791,950 / year (\$144.65 / bed)			
service in 2008 for		County of Los Angeles		City of Commerce (Bell	
two years	15	Homeless Prevention Initiative	JWCH	Shelter/Salvation Army)	Recuperative care for up to 30 days.
Estimated to be in					
service in 2008 for		\$791,950 / year (\$144.65 / bed)		City of Commerce (Bell	
two years	15	Consortium of Private Hospitals	JWCH	Shelter/Salvation Army)	Recuperative care for up to 30 days.